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ABSTRACT

A revision of an earlier rough draft entitled "Local School and System-Wide Planning," this report outlines the planning process. Flow charts and a narrative description of a Central Office and Local School Planning Cycle are provided. This cycle consists of the following steps: (1) superintendent's statement on the implementation of plan cycle, (2) identification of local/department planning team, (3) local/department needs assessment, (4) comparison of local and central office needs assessments for compatibility, (5) local/department goals and objectives, (6) determination of compatibility of central office and local school goals, (7) review of alternative programs, (8) determination of compatibility of alternative strategies with central office/local programs, (9) program choices, (10) program evaluation design, (11) the plan, (12) funding, (13) formative evaluations, (14) program modifications, (15) years of specified planning period, (16) summative evaluation, and (17) re-initiation of entire process for purpose of reviewing all process steps. Definitions of the terms used are provided, and questions and answers concerning the planning process are included. (DB)

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(STUDY DOCUMENT)

LOCAL SCHOOL AND CENTRAL OFFICE PLANNING

Spring, 1972

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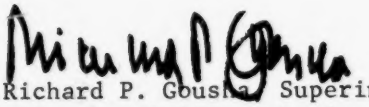
FOREWORD

In late January of 1972, a white paper entitled Local School and System-Wide Planning (rough draft) was presented to the principals and central office staff. In this document there was described a planning cycle that could be applied in the Milwaukee Public Schools. Since January there has been considerable reaction to this document, and at least a few of the questions answered.

During this period of discussion, the Milwaukee Board of School Directors accepted in principle the document Goals for Milwaukee Public Schools Youth. These goal statements and the activities of the Board with regard to objective setting represent an important first step in the planning effort. However, for these broad goals and objectives established by the Board to be translated into action, there must be a systematic structure created to generate planning at the local school and central office levels, respectively.

The document on the following pages represents a revision of the original rough draft based on written and verbal reactions from many sources. In this new paper there was a concerted effort to revise the introduction, change certain aspects of the planning cycle (and the written description of the cycle) and add a final section based on the most frequently asked questions of the original rough draft.

This study document is meant for informational purposes only. This is not a call to action or a detailed description for implementation. The paper is meant to outline the planning process, with a modicum of detail added to complete a general description. At some later time, following reactions to this study document on the part of the principals, central office staff, teaching staff, parents, and students, there will be submitted to the Board a document entitled the Superintendent's Statement on the Implementation of the Planning Process. This document will detail the important material and personnel commitments necessary to implement the planning process as it is envisioned in the study document. This implementation statement will initiate the planning effort.



Richard P. Gousha, Superintendent
Milwaukee Public Schools
Spring, 1972

TABLE OF CONTENTS

I	Introduction	1
II	Description of a Central Office and Local School Planning Cycle (flow charts)	2
III	Description of a Central Office and Local School Planning Cycle (sentence form). . . .	4
IV	Conclusions	10
V	Definition of Terms	11
VI	Questions Concerning the Planning Process	17

LOCAL SCHOOL AND CENTRAL OFFICE PLANNING

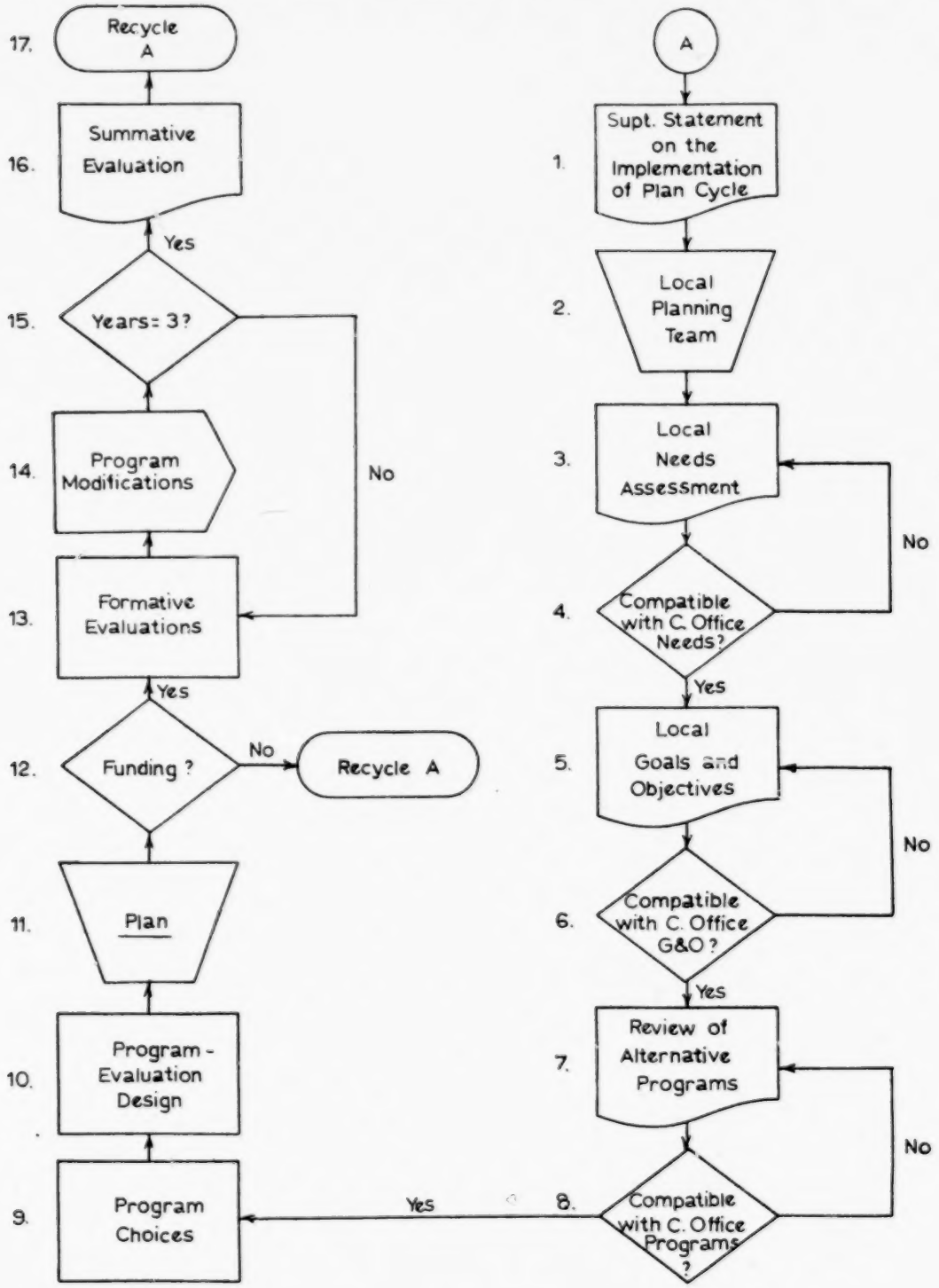
Introduction

The nature of planning is the linking of intended ends with chosen means. The purpose of planning is to delimit action. The structure of planning is the logical and sequential arrangement of the functions which must be performed in order to identify the goals or objectives, to choose the programs to reach the goals or objectives, and to implement and evaluate the chosen programs. Planning is a continuous, on-going, and cyclical process. Planning results in purposeful, goal directed action; prescribed patterns of behavior for people to follow; and baseline criteria to measure the difference between expected behavior and actual behavior.

Planning needs to be carried on at many levels in the school system - the classroom level, the local school level, the central office departmental level, and the system-wide level. Planning at all levels must be coordinated so that the efforts are complementary with each other and so that information developed at any one level can be shared with and utilized at other levels. While sound planning encompasses all functions of planning at all levels, certain planning functions are more efficiently and effectively handled on a centralized basis while others lend themselves to better handling on a decentralized basis.

What follows is meant to be an outline of a planning process that includes the requisite steps in a coordinated approach to local school and central office planning. The important detail needed to "flesh out" this skeletal description will be found in The Superintendent's Statement on the Implementation of the Planning Process.

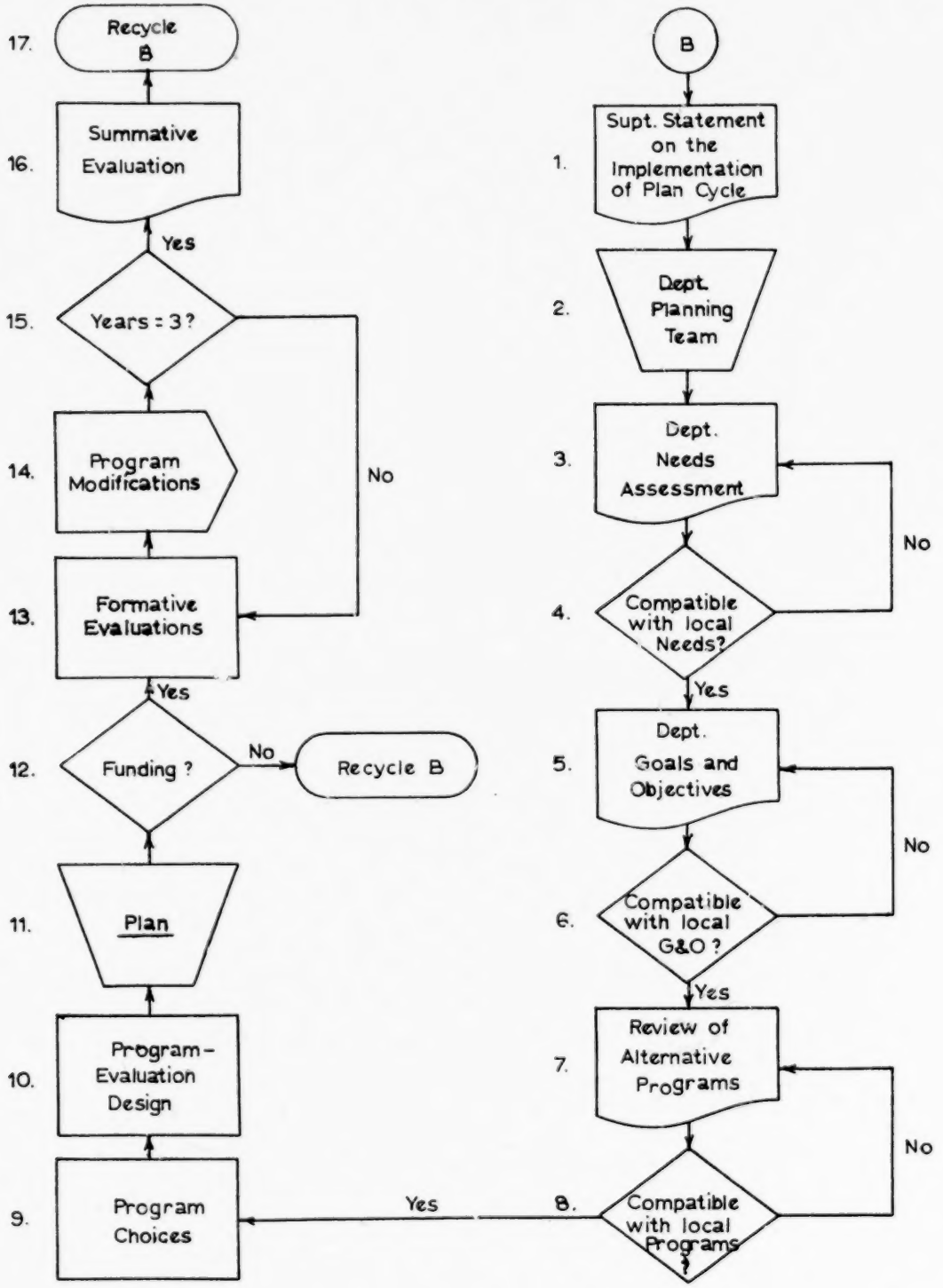
Milwaukee Public School Local School Planning Cycle



Key

O Connector	▭ Process
▽ Input/Output	⬭ Termination
▱ Document	▷ Program Modification
◇ Decision	

Milwaukee Public School Central Office Planning Cycle



Key

Connector	Process
Input/Output	Termination
Document	Program Modification
Decision	

DESCRIPTION OF A CENTRAL OFFICE AND
LOCAL SCHOOL PLANNING CYCLE

1. Superintendent's Statement on
the Implementation of Plan Cycle

To initiate the planning process, the purposes for planning will be identified by the Superintendent. In addition to statements on purposes, the Superintendent's statement will specify:

A. The nature and components of the Plan.

(1) a statement of anticipated outcomes
(2) a statement of activities or processes
(3) a description of the resources needed to perform the tasks

B. The time period or schedule for plan implementation. It is important to note that most theory on planning suggests that to be meaningful, plans must be made for multi-year periods (example, three years).

In addition, there must be adequate lead time between the beginning of planning and the first year of plan implementation. This lead time may be as long as two years.

C. The areas of planning concentration for the purpose of "phasing in" the planning cycle.

D. The machinery that will be needed to implement and coordinate the planning at the central office and local school levels, respectively. In the identification of the components for central office planning, the elements are exactly those identified for local school planning. That is to say that the systems run in parallel directions up to the point of identifying goals and objectives. The strategies and programs in the central office cycle are supportive.

E. The source of financial support for the implementation of the planning process.

2. Local/Department Planning Team

In an early stage of any planning cycle, the planning team must be identified. As a general rule, those that are affected by the plans should constitute a pool of eligible planners. In the case of local school planning, the involvement would not only include school employees, but also students and parents. In the case of the system planning team, those Divisions and Departments affected by a program planning cycle should be represented on the planning team.

3. Local/Department Needs Assessment

The next step involves needs assessment. For both local needs assessment and central office assessment, the activities are seen as essentially evaluative. The needs assessment process involves forecasting trends which will affect education, determining emerging problems and opportunities, and estimating strengths and weaknesses to meet future problems. It is important at this stage to identify the discrepancy between where we are, and where we would like to be. There are a number of planning instruments that, to a degree at least, quantify the needs assessment procedures. Personnel from the Division of Planning and Long-Range Development will be of help in designing a needs assessment procedure.

4. Compatible with Central Office/Local Needs?

The results of local and central office needs assessments are compared for compatibility. There are three compatibility checks in the planning cycle. The "arbitrator" of compatibility is the Superintendent's designee who uses the Goals for Milwaukee Public Schools Youth and its accompanying Board objectives documents as guidelines. There must be a mutual check and balance system placed on local and central office identified needs.

5. Local/Department Goals and Objectives

Once the local needs and central office needs have been brought into compatible focus, the local and departmental planning teams deal with the problem of goals and objectives. The specific areas identified for goal and objective setting activities are those areas identified in the needs assessment. The goals were generally thought of as being broad aims that are a consequence of the school system's involvement in its society on a contemporary, historical, and future basis. The objectives

that emanate from the goals should be more definitive statements in terms of increased, but not necessarily, at this level, quantified behavioral ends. On a third level, objectives must be further specified in terms of discreet tasks or skill areas that are amenable to descriptions in terms of behavioral, quantifiable measurements. Individual clusters of behavioral objectives go to satisfy more broadly stated objectives and these more broadly stated objectives cluster in a way to satisfy the most broadly stated goals. Objective "pools" will be developed by the Division of Planning and Long-Range Development for use by central office and local school personnel. These "pools" will save considerable time for the planning teams in that they can choose objectives rather than "invent" them.

The planning team is well-advised to begin the attack on goals one step at a time. Goals should be arranged in priority order as a result of the needs assessment, and efforts expended on those goals considered most important.

6. Compatible with Central Office/Local Goals and Objectives?

As with the needs assessment, the central office and local school goals must be compatible.*

7. Review of Alternative Programs

Once having established specific objectives with respect to at least one goal priority, the respective planning teams are to identify alternative strategies. It is generally considered necessary at this point to review the literature to develop alternative strategies. Help from the Division of Curriculum and Instruction in this review process will be available through curriculum specialists.

8. Compatible with Central Office/Local Programs?

A compatibility of alternative strategies is viewed here on a central office and local school basis. It is important that the effort at central office problem solution coincides with local school efforts, and that central office plans properly support the planning efforts in the schools.*

* See explanation under 4.

9. Program Choices

Program choices are made after considering the effective and efficient use of personnel, facilities, equipment, supplies, money, and time resources. Cost/utility procedures need to be available to facilitate program choices.

10. Program-Evaluation Design

The program-evaluation design is the structuring of programs such that two questions can be answered:

A. Was the program successful with regard to comparisons among programs attempting to solve similar problems?

B. Did the program meet some specified performance levels?

Imperative is the early involvement of program and research personnel so that these questions can be answered.

11. Plan

The result of this planning process is the plan itself. The central office and local plan should follow the same process, but differ in content and scope. Components of the plan include:

A. Statements of anticipated outcomes in behavioral, measurable terms

B. Statements of activities or processes

C. Descriptions of the resources needed to perform the tasks

The plan is the logical outgrowth of previous activities documented in the following required interim reports:

A. The needs assessment report

B. The goals and objectives report

C. The alternative strategies report

12. Funding? Recycle A/B

The funding step is the most crucial aspect of this entire process, in that it is the ultimate commitment to the planning process. Traditionally the distribution of funds has dictated program. This proposed process looks at funding from exactly the opposite direction. The request for funds is based on the description of program over a multi-year time period.

13. Formative Evaluations

The formative (interim) evaluation which occurs during program operation is evaluation for the purpose of program improvement. This type of evaluation is considered an on-going process.

14. Program Modifications

Program modification can result at any time during program's existence as a result of some formative evaluation findings.

15. Years = 3?

The formative evaluation-program modification process continues for the specified planning period. In a sense this planning loop is a microcosm of what has occurred in the previous stages of the planning cycle.

16. Summative Evaluation

The summative (final) evaluation documents the multi-year outcomes of the program. At this point the original expectations of the program personnel in terms of specific performance objectives are reviewed. The purpose of summative evaluation is primarily for decision making, and thus is distinguished from formative evaluation, which is for the purpose of program modification. Recent developments in criterion referenced measurement will allow for more precise measurements of program outcomes.

17. Recycle A/B

At the end of the multi-year planning process, the entire process is re-initiated for the purpose of reviewing all process steps.

CONCLUSIONS

The traditional manner of developing the budget has been through the use of the "line item" approach. The budget has thus dictated the size and scope of the programs. It has been suggested in recent years that the programs which are needed should be the basis for budgeting. Milwaukee will experiment with the latter approach on a broken front. Principals who are interested, will be given the opportunity to develop a portion of their budgets through program planning, starting as early as the 1975 budget. In order that this local school planning effort is properly supported, it is planned that all central office departments and divisions be operating on the planning cycle by 1975.

DEFINITION OF TERMS

Accountability

The concept that an organization, and each member of the organization, have goals and objectives to be attained in a certain time frame, given certain conditions, and are responsible to achieve the goals and objectives in the specified time frame given the condition.

* * * *

Activities

The components of a program. The actions to be taken or the means by which services are to be performed.

* * * *

Behavioral Objectives

An objective stated in specific, measurable terms identifying the terminal behavior to be exhibited by individuals after taking part in a program or activity contained in a program. A statement of who will do what under what conditions, as "Each student upon completion of Civics 190 will understand the concept of checks and balances as evidenced by his ability to identify, from a list of twenty items, those functions performed by the executive, legislative, and judicial branches of the state government."

* * * *

Compatibility

The degree to which the goals or objectives of a sub-unit of an organization coincide with or are subsumed in the goals of the organization as a whole.

* * * *

Formative Evaluation

The process of examining a program in action to determine the extent to which the specific elements of the program have been implemented or planned and to provide information about the progress of the program's components in meeting the program's objectives. This information is necessary to modify the program as needed.

* * * *

Funding

The process of allocating resources to programs and activities making up programs.

* * * *

Goals

The general aim or targets of an organization, generally stated in broad terms as "To develop a sense of good citizenship in the students of our district".

* * * *

Goals and Objectives Statements

A document specifying the goals and objectives of a particular organization.

* * * *

MBO - Management by Objectives

The system of management by objectives can be described as a process whereby superior and subordinate managers of an organization jointly identify goals, define each individual's major areas of responsibility in terms of results expected of him, and use these measures as guides for operating the unit and assessing the contribution of each of its members, i.e., the principal of a local school and the superintendent, or member of his staff, jointly set objectives for the local school and define each other's responsibility in meeting the objectives, the principal and those involved in programs at the local school jointly set the objectives for the programs in the schools and also jointly define each other's responsibility for meeting these objectives. The performance of all individuals is then assessed on the basis of how well they carried out these jointly set responsibilities and met the objectives identified.

* * * *

Multi-Year Planning

The process of developing a plan; goals, objectives, strategies, and activities, for a period of time in excess of a single year. The time period must be specified and each year treated as the beginning of a new planning cycle.

* * * *

Needs Assessment

The process of identifying needs to be met and/or determining how well an existing program is meeting these needs. The process of deciding where we want to go and where we are now.

* * * *

Objectives

The aims or desired results of a program or set of programs stated in general terms, but somewhat more specifically than the goals. The assumption made is that accomplishment of the objectives will lead to the attainment of the goals. Example, "The students in our district will know and understand the operations of state government."

* * * *

PPBES - Planning, Programming, Budgeting, and Evaluating System

The conceptual approach to decision-making developed by RAND Corporation and installed in the Department of Defense in 1961. A sub-unit of system analysis emphasizing outputs, program activities and achievements. The concepts of long-range planning, analytical evaluation tools, and economic rationality are central ingredients to this approach.

* * * *

Plan

The result of the planning cycle or process that relates resources to activities and activities to objectives. A description of what is to be accomplished, how it is to be accomplished, and at what cost it is to be accomplished.

* * * *

Planning Cycle

The planning process consisting of the establishment of goals and objectives, the consideration of alternative activities to accomplish objectives, the selection of appropriate activities, the allocation of resources and a finalization of what is to be accomplished and how it is to be accomplished.

* * * *

Planning Reports

A. Superintendent's Report

A document describing and recording the planning process as carried on in the central office, system wide goals, and rationale for the establishment of these goals.

B. Management Reports

Documents describing and recording the planning process at the local school and divisional level; goals and objectives, and the rationale for the objectives.

* * * *

Program

A group of interdependent, closely related services or activities possessing, or contributing to, a common objective or set of allied objectives.

* * * *

Program Modification

A change in the activities of a program either because the original activities do not lead to the attainment of the desired results, produce undesirable side effects, or because the objectives of the program have changed.

* * * *

Resources

The money, time, facilities, personnel, supplies, materials, etc., committed or consumed by a program or its activities.

* * * *

Strategies

Alternative arrangements of activities, the carrying out of which would result in attainment of a program objective.

* * * *

Summative Evaluation

The process of providing information about the success of an entire program. This information can support a decision to maintain, modify, expand, or discontinue the program.

* * * *

Superintendent's Statement on Planning

A statement by the Superintendent specifying the purpose for the areas of concentration in planning, and the expected time schedule for plan implementation.

* * * *

Systems Analysis (in education)

A new generation of interrelated management procedures that seek to enhance a school system's operations. It is an intellectual, but practical, technique for unifying the diverse activities of a school in a logically consistent fashion.

QUESTIONS CONCERNING THE PLANNING PROCESS

Following the presentation of the rough draft Local School and System-Wide Planning, principals and central office personnel were asked to react in writing to the outlined process. The following questions were garnered from these reactions and represent, in order of frequency, the most commonly asked questions.

Following each question is an answer statement that represents an interpretation of the planning process as it is now conceived. In many cases, the questions asked for detail that is not available in the overview to the planning process. In these cases, however, there is reference made to other documents connected with the planning proposal that will answer these questions more completely.

1. Where will all the planning time and money come from in order to implement this planning process?

   By a long measure this was the most frequently asked question. The time for planning and the money for planning are perceived as intimately related in that with money "time can be bought". It is envisioned that the planning effort will be conducted by local staff and the principal with considerable support from the central office. This implies that the local school staff, principal, and central office personnel must be released from other duties in order to have the time for planning. It was never envisioned that such planning could be "absorbed" in the principal's or staff's already full schedule. Therefore, additional personnel resources will be necessary at the local school and central office levels in order to implement this process.

   Given the fact that more personnel will be needed, where will the money come from in order to buy them? The Superintendent's Statement on the Implementation of the Planning Process will detail the possible sources for such money. It is noted that Federal money available under Title V, the Carnegie Foundation, and Ford Foundation, to name a few, are potential sources for planning support that have shown an increasing interest in funding these kinds of activities.

2. What is the membership of the planning team?

As indicated in the rough draft of the planning cycle "those that are affected by plans should constitute a pool of eligible planners". At the local school level, this implies that teachers, students, and parents as groups constitute a pool of eligible planners. This planning team would work under the supervision of the local school principal, with the principal being responsible for identification of such a planning team.

At the central office level, because the "programs" there are supportive in nature, the departmental directors and staffs represent the potential pool of planners.

3. What happens in the planning process when a plan is submitted for funding and it is not accepted?

This question stems in part from the confusion between this system's experience with program improvement proposals and the planning process proposed here. Essentially the difference between these two systems is in that PIP is seen as experimental in nature and therefore an addition to the regular school program. The planning process outlined in this paper is a method for utilizing the money already available at the local and departmental levels. Therefore, there is not the possibility as there is in the program improvement process of totally rejecting a plan.

In addition, there are a number of check points along the way in which the development of the school plan can be monitored. Following the needs assessment, the establishment of goals and objectives, and the identification of alternative strategies, there is a submission of respective documents that allow for incremental changes being made in the plan development such that any revisions at the funding step would be minor, or a result of cutbacks in total school funding.

4. Because each school develops a plan for its operation, are not the schools in fact in competition with one another, which could result in unequal educational opportunity for students?

The plans submitted by schools for funding review may in fact have different per pupil expenditures associated with them. There is nothing inherently unequal in this situation. The confusion comes over the fact that there is not a one to one

relationship between the cost of programs and the effectiveness of programs. That is, it is not always the case that the most expensive program is the best program. As plans move toward development, the review of alternative strategies will look at cost effective measures of alternative programs such that program choices will represent the "biggest bang for the buck".

The opportunity for individual students to get quality education should not be seen as wholly or even in part a result of the local school's administrator's ability to "write a flowery proposal". The kind of plan that will be developed will be the result not just of one person's efforts, but of many persons' efforts, and the plan will have a rather structured format prescribed for it. Grandiose conceptions of programs must eventually come down to statements of performance outcomes and proof of cost utility. These last two measures are the important aspects to be reviewed in the funding process, not the flowery rhetoric that might be attached.

Finally, it must be noted that equal educational expenditure per child is not desirable. It is well known for instance, that it costs more money to run a secondary education program per child than it does to run an elementary program. Also exceptional education programs are frequently more expensive than regular school programming. Vocational programming is inevitably more expensive than college preparatory programming. Therefore, any comparison in funding among schools must take into account the type of student being educated in those schools and the differing demands in terms of resources necessary to get equality of educational result.

5. Where, when, and how will this planning process be implemented?

It is the purpose of the Superintendent's Statement on the Implementation of the Planning Process to answer this question. In the Superintendent's statement will be:

(a) A detailed explanation of the areas of planning concentration for the purposes of phasing in the operation.

(b) The time schedule or calendar for phasing in this program.

(c) An account of the manpower commitments.

(d) A detailed budget for implementation (including suggestions for sources of outside funding).

(e) A description of the total, coordinated activity flow.

The earliest possible time for the implementation of the planning process would be in the 1974 or 1975 budget year. As was explained in the overview to this document, the planning process will be phased in on an experimental approach at the local school level. That is, the local school principal and staff will voluntarily experiment with the planning process such that the system as a whole can judge the effectiveness of such approach before there is any major commitment made.

In order to be supportive of this local school planning effort, all central office departments and divisions have been asked to operate under the planning cycle for the budget year beginning January 1, 1974. Even though not all schools will voluntarily experiment with the planning process, in order to be supportive of the volunteer schools and other schools, it was necessary that all central office operations be under the planning process.

6. Isn't the information in the introduction to the planning process repeated again in the description of the planning cycle that begins in the middle of the paper?

It was noted by many people that much of the information contained in the introduction was in fact repeated later on in the original rough draft. This repetition resulted from the amalgamation of two planning reports into one. In this new draft of the proposed planning process, there was an effort to revise the introduction such that it would not be a repetition of information available later in the document.

7. What effect will the M.T.E.A.'s exception to management by objectives and writing behavioral objectives have on the planning process?

In the January, 1972, issue of TEAM, an article appeared under the byline From the President entitled "The Objectives Mastery". In it the M.T.E.A. questioned the motives and

direction behind the planning process in particular, and management by objectives in general. In order to clarify exactly what was meant by the article, this quote was taken from it: "Perhaps when Dr. Gousha clarifies his directives, principals will be able to share this information with teachers. Until then, teachers should withhold their participation in writing behavioral objectives for the school. Teachers can hardly be expected to work with a complex new approach until the administration is willing to clearly show its purpose and value". It is clear from this statement that the M.T.E.A. has <u>not</u> dismissed out of hand the idea of management by objectives or writing behavioral objectives. Rather, the purpose of this article was to insist that before any decision with regard to management by objectives could be made by the M.T.E.A., some information was needed. It was the intent of the document entitled "Local School and System-Wide Planning", along with other documents now in the developmental stage to do exactly what the teachers had called for, to "clearly show its (the planning cycle's) purpose and value."

8. The concept of accountability is often raised in any discussion of management by objectives. What does accountability mean in education?

One of the problems in discussing the concept of accountability in education is that accountability models developed for the private sector are not appropriate in the public sector. That is, in the business world when writers talk about accountability they often speak of promotion, demotion, dismissal, and financial reward and punishment, all of which are in most respects inimical to the world of public education.

Accountability in public education is conceptually more complex than it is in the business world for the following reasons:

(a) You can't always isolate causes for observed effects. Student behavior is a complicated manifestation of many causal factors. In addition, the behavior being measured is difficult to isolate and define specifically. Therefore, it is often impossible to trace the responsibility for either success or failure to a single person or combination of persons.

(b) Student behavior is extremely hard to change. Unlike material products that are amenable to direct and observable changes as a result of physical changes in the means of production, student behavior, because it is related to many factors outside of the school environment, is extremely difficult to change. One need only witness the prodigious amounts of educational research which document the rare case of significant difference in pupil performance as a result of some innovation. Therefore, no significant change as a result of experimental program is the norm rather than the exception.

(c) Program failures are not synonomous with personal failures. It is important to remember that just as students are complex individuals and not easily understood in terms of isolated behavioral factors, educational programs are also complicated enterprises.

Material and personnel resources are combined in an infinite variety of ways to bring about desired student outcomes. Therefore either success or failure cannot often be attributed to one person. It has been the experience with both Title I and program improvement programs in the Milwaukee Public Schools that good people working very hard can nonetheless be involved in programming efforts that are not successful in improving student behavior. The answer in such a case is to experiment with a different kind of program, rather than assume that the failure was due to lack of effort on the part of central office, local administrative, or teaching staff personnel.

However, given all these limitations, there are deliberate efforts made in education to change behaviors, and at least some of these behaviors are amenable to measurement. From the results of this measurement it is often possible to trace back, through program examination, causes that exist at the program level. Therefore, it is reasonable to hold programs accountable for making objectives established at the onset of the programming efforts. Programs then are continued or terminated on the basis of evaluation results.

When, because of exceptionally tight evaluation designs, it can be determined that there is a strong probability that program success or failure is associated with the ability

of administrative or teaching personnel, then the educational accountability factor can touch at this level. However, the accountability options mentioned previously as appropriate to the business environment are not appropriate at the local school level. When it is determined that there is program failure associated with ineffective performance, the educational option is some form of re-training. The emphasis is on improving performance of administrators and teachers, rather than punishing ineffective performance. A detailed explanation of appropriate "process accountability" models will be included in the Superintendent's Statement on the Implementation of the Planning Process.

Not only the M.T.E.A., but also parents, students, administrators, and the Board of School Directors, will be involved in the review of this process because of its wide and important impact.

9. Will the planning process, as envisioned, fragment and destroy cluster-wide planning?

It is realized that much of the planning that goes on in local schools is in relation to the schools that surround it or that are a part of its feeder pattern. It is envisioned that the planning process would enhance rather than handicap such planning and provide more systematic structure. The planning team at the local school level could incorporate in its membership representatives from its cluster schools. In addition, the kinds of communication that would exist between central office personnel (who have cluster and system-wide perspective) and the local schools could enlarge the planning viewpoint of the local school planning team. For certain kinds of planning efforts it would seem that planning teams from various schools would meet together and develop common plans. All these and many other variations are compatible with the planning outline described.

10. In the original rough draft, shouldn't steps one and two be revised?

In the original rough draft, step one was the identification of the planning team and step two was the Superintendent's Statement on the Implementation of the Planning Process. In the final draft, as a result of the reactions from a number of sources, these two steps were indeed turned around. In fact, as was pointed out by many, it is logical to assume that before the planning

team can be constituted the specific direction must be delineated by the Superintendent.

11. Isn't it extremely important that planning be coordinated between the central office and local school levels?

It was a fundamental premise of the rough draft and revised draft of the planning process that local school and central office planning must be systematically coordinated in order to assure planning success. This coordination was accounted for in the planning cycles in one way that was visually apparent in any brief review of the document. The local school planning cycle and the central office planning cycle are in almost every respect identical, and come together at crucial points in the cycle's development, such that comparisons can be made between the direction taken at the local level and the direction taken at the central office level.

In addition to accounting for parallelism between the central office in its supportive efforts and the local school in its child oriented program efforts, the system also accomodates comparisons among central office departments, and comparisons among local schools. In this sense there are two dimensions to the comparison. One comparison among schools and central office departments, and another comparison between schools taken together and central office departments taken together. It was not, however, intended that such comparison should result in uniformity of effort. The word "compatible" was used in order to emphasize the idea that there would be a wide range of local school and central office options with respect to planning efforts.

12. Could the symbols be explained, and could the planning cycle outlined in the document be simplified?

In the revised draft of the document, the symbols were defined. However, it was noted that all rectangles would have sufficed in explaining the cycle as it moved in steps one through seventeen.

The simplification or shortening of the cycle was a different matter. The planning process as outlined is not in any fundamental respect dissimilar from thousands of other planning systems. All planning

processes have the same basic components. There is always a statement of need, a set of goals and objectives to meet the needs, an identification of alternative methods for meeting the goals and objectives, a resolution to one program, and an evaluation that compares the program results to the goals previously established for the program. As such, these steps could not be shortened or simplified. It is noted, however, that the outline of the seventeen steps should carry with it no implications for time. That is, the reader should not infer that it would take a shorter time to get from steps one through seventeen if somehow the cycle was consolidated into five steps. For the purposes of identifying the crucial steps in the planning cycle, there would have been a detrimental loss in information if the steps had been consolidated any further. If the outline were structured in five steps or seventeen steps, the amount of time taken to complete the cycle would remain the same.

13. As described, the planning process is based on behavioral objectives as a crucial measure of effectiveness. Aren't behavioral objectives too limiting and fact oriented to capture the important humanistic elements and objectives in education?

Behavioral objectives are indeed a crucial and irreplacable element in the planning process. The use of behavioral objectives is based on the assumption that in the learning process the instructor has only student behavior to deal with. While cognitive process might be the ultimate target of instruction, in fact cognitive process is not something that can be directly treated by instruction. Behavior is the only manifestation of something learned. As a matter of fact, schools are often defined in terms of being institutions devoted to behavioral modification.

If it is assumed, then, that behavior is all the teacher has to deal with in the education of students, it must follow naturally that objectives for education should be structured so as to reflect changes in student behavior. It is the purpose of behavioral objectives to clearly identify the outcomes of education. Without them "education will function in a fog of its own making, unless someone knows what students should be able to do at the end of instruction." Behavioral objectives, then, are not an artifact of research or evaluation, but should be seen as an integral and essential part of instruction.

Behavioral objectives allow teachers to specify that which can be deliberately taught. It is realized, however, that much of educational activity and possibly even the most important aspects of educational activity, cannot be specified in terms of behavior. However, it must be emphasized again that teaching is a deliberate activity. That which cannot be specified for the purpose of measuring an end result in terms of behavior, also cannot be deliberately taught, if it is accepted that behavior is the only measure of student outcomes. Therefore, as teachers become more sophisticated in the identification of humanistic outcomes in terms of behavior for the purposes of instruction, these outcomes can be more clearly identified in terms of behavioral objectives and appropriate evaluation instruments developed.

14. Doesn't the fast changing nature of the urban school system make it impossible to do any long-range planning?

It is interesting to speculate on whether or not at least some of the fast changing aspects of the urban system are not in fact a result of poor planning. It would certainly have to be conceded, however, that there are many things outside of the educational system that engender traumatic changes that cannot even under the best of circumstances be accounted for in planning. It is therefore necessary to retain a rather healthy contingency fund in order to have the resources necessary to handle the serendipitous event.

However, much of what is done in the school system can and should be planned. The essential rationale for the plan is the subject of the brief introduction of this paper.

15. Before there can be any local school or even central office planning, should not there be general goals and objectives established for the entire system?

Local and central office planning should take its direction and impetus from goals and objectives established for the total system. Recently the Milwaukee Board of School Directors accepted in principle the six goal statements and descriptors included in the document entitled Goals for Milwaukee Public Schools Youth. In addition to the broad statements contained in this document, the Board has taken the initiative to define some performance objectives for the system as a whole.

These goals and objectives should form a basis upon which to build local school and central office goals and objectives, and the programming that results should be reflective of not only local concerns, but local concerns that have taken into account system-wide concerns.